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### The EU as a security provider

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**Clingendael**

Netherlands Institute of International Relations

# The EU as a Security Provider

**Margriet Drent  
Lennart Landman  
Dick Zandee**

**Clingendael report**

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Margriet Drent  
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Clingendael report  
December 2014

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# 1. Introduction

The European Union is a security provider in many ways. Extending its membership has certainly contributed to spreading stability and security across the European continent. Internal security has become a major field of action with increasing cooperation in the Freedom, Security and Justice Area. Through the Common Security and Defence Policy the EU has become a fully-fledged actor in crisis management. Progress has been made with the comprehensive approach – combining all available instruments, from humanitarian assistance and development aid to military operations and civilian missions.

Recent events such as the rise of the Islamic State in Iraq and Syria (ISIS or IS) underscore the close relationship between external and internal security. In Iraq and Syria the IS has brought violent conflict to a new level, further destabilising the Middle East. At the same time the influence of extremist jihadism can be felt within Europe. Instability in the Middle East and North Africa (MENA) will continue to have spill-over effects for European security.

The separation of the EU's external and internal security strategies, instruments and capacities is in clear contrast to the external-internal security nexus. The gap between the inter-governmental Common Security and Defence Policy (CSDP) and the supranational Security, Freedom and Justice Area remains. Some progress has been made in constructing a bridge through practical measures, but a structural approach to connect the two is lacking. The December 2013 European Council (EC) on Defence has underlined the external-internal security linkage. The EC also stressed the importance of synergising the activities of the European Commission and the European Defence Agency in areas like Remotely Piloted Aircraft Systems and satellite communications. Furthermore, EU Heads of State and Government called for harmonising standardisation and certification and for maximising investment in dual-use technologies.

The external-internal security nexus and the increasing involvement of the European Commission and agencies like Frontex in security matters raise questions about the relationship between the communitarian EU institutions, the CSDP actors (the European External Action Service and the European Defence Agency) and the member states. Closer cooperation and coordination in this triangle is much needed, but is seriously hampered by political, juridical, and financial issues at the EU level as well as by separated structures in the member states. As a result, the potential for optimising synergies and interaction is not fully explored, the danger of a duplication of efforts continues to exist and restrained budgets are not optimally used.

In the course of 2015 the new High Representative/Vice-President of the European Commission, Federica Mogherini, will report to the Council on the challenges and opportunities for the EU arising from the changes in the global environment. This Clingendael Report addresses the issue of how the EU as a security provider should further adapt to the changing security environment. First, it deals with the question of developing further policy in response to the external-internal security nexus. What consequences would there be for the actors involved, for cooperation between EU institutions and, last but not least, for the interaction with member states? Based on this central question the consequences for three relevant sectors will be analysed: the comprehensive approach, capability development and

the defence industry. In all three cases the follow-on work to the December 2013 European Council on Defence will occupy a prominent place. The Report ends with a list of conclusions and recommendations. On 5 November 2014 a seminar on the same topic took place in Brussels with more than one hundred participants representing EU member states and other nations, EU institutions and think tanks. The outcome of the seminar has been incorporated in this Report.

## 2. Policy, institutions, actors and relations with member states

The uncertainty and diversity of (future) threats make it difficult to draw distinct lines between crisis management and defence, or between internal and external security. Internal security can no longer be regarded or realised irrespective of external security. The European Union is struggling with translating its consequences into policies and strategies.

The complexity and broadness of the EU as a security actor is exemplified in a wide set of policy frameworks on, for instance, civil protection, health security, food security, infrastructure protection, cybercrime and disaster relief. As a consequence, the EU positions itself as a protector of its citizens against a vast array of insecurities and risks, both of an external and internal nature. The recognised need to tackle various transnational threats has therefore led to what some have called an increasingly institutionalised 'protection policy space' in the Union.<sup>1</sup> Already in 1999 the EU called for integrating Justice and Home Affairs (JHA) issues in its foreign and security policies when the Tampere European Council called for 'stronger external action' in the field of JHA.<sup>2</sup> The Council adopted a Strategy for the External Dimension of JHA in 2005, identifying themes such as terrorism, organised crime, migration and state failure in third countries as priorities.

The EU's Internal Security Strategy of 2010 and the Stockholm work programme for 2010-2014 were also clear in stating that the external dimension of EU policy must be taken into consideration in the Area of Freedom, Security and Justice (AFSJ). Both documents make cross-references to the 2003 European (external) Security Strategy. The 2014 EU Maritime Security Strategy can be regarded as the first integrated strategy of the EU; "an ideal 'litmus test' for the very idea of EU's 'policy comprehensiveness' permeating the Lisbon Treaty (...)".<sup>3</sup> It brings together both internal and external security issues, as well as civilian and military maritime concerns and was co-authored by the Council, the EEAS and the Commission. Despite these advances in breaking through the walls between various policy areas, the traditional Westphalian divide between internal and external policies is still difficult to break down.

Voices have been raised to develop a grand European strategy in which both internal and external security strategies are integrated.<sup>4</sup> The Foreign Ministers of Italy, Poland, Spain and Sweden initiated a project in 2012 called 'European Global Strategy' to spur a debate on this

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1 Arjen Boin, Magnus Ekengren, Mark Rhinard, *Security in transition: towards a new paradigm for the European Union*. Research report for the Swedish Emergency Management Agency, Stockholm, Sweden. Published by the Swedish National Defence College, ACTA Series, Number B41, April 2008.

2 *European Council, Presidency Conclusions*, Tampere, 15 and 16 October 1999.

3 Andrea Frontini, *The European Union Maritime Security Strategy: Sailing Uncharted Waters?*, European Policy Centre, Brussels, June 2014.

4 Lars Erik Lundin, *From a European Security Strategy to a European Global Strategy: Take II: Policy options*, UI Occasional Papers No. 13, Stockholm: the Swedish Institute for International Affairs, 21 December 2012; Margriet Drent and Lennart Landman, *Why Europe needs a new European Security Strategy*, Clingendael Policy Brief, The Hague: The Clingendael Institute, 9 July 2012.



issue.<sup>5</sup> The planned revision of the EU Internal Security Strategy as well as a HR/VP report on 'the impact of changes in the global environment' (interpreted by some as a European Security Strategy review in disguise) by mid-2015 might be an opportunity to improve the link between the two security strategies. Such an integrated strategy could underline the unique comprehensiveness of the EU's toolbox for grappling with 21<sup>st</sup> century transboundary security threats.

What should not be forgotten, however, is the various levels on which the EU's strategic thinking needs to take place. Defence is a policy that can be part of the set of tools to manage a crisis in our neighbourhood, but which is also a constituent part of a 'grand strategy' of the EU's role in the world. Particularly that latter role of security and defence deserves more attention, as some observers have accused the EU of being on a prolonged 'strategic holiday', neglecting the role of a strong defence policy in diplomacy and as a deterrent. For the EU as a security provider, three levels of integrated or comprehensive strategies can be distinguished, ranging from the broader role of the EU in the world to the integrated application of policies, up to the operational level of crisis management:

- (1) an integrated grand strategy, which requires integrated thinking on the EU's wider interests, values and objectives in the world, including foreign, security, economic, home affairs, energy and financial issues and their interlinkages;
- (2) integrated strategies on the use of policies, tools and instruments to achieve policy objectives;
- (3) a comprehensive approach to crisis management to implement the right mixture of policies and means to alleviate crises.

Too often these levels have been used in a mixed and confused manner, resulting in debates thereon leading nowhere. The EU needs a hierarchy of integrated strategies that are mutually consistent and interrelated, starting with an integrated grand strategy, all the way down to strategies of the comprehensive implementation of policies, tools and instruments.

Markedly since the Lisbon Treaty, the Common Foreign and Security Policy (CFSP) and the Common Security and Defence Policy (CSDP) have a singular place in the institutional set-up of the EU. The member states have opted not to delegate authority to the supranational institutions, but retained these Policies as intergovernmental, thereby exempting the field from the European Parliament's, the Commission's and the European Court of Justice's jurisdiction. However, there is ample evidence that in practice the institutional balance and competences are shifting. The European Parliament has managed to maximise its budgetary, consultation and information rights in the CFSP/CSDP area, but has also been successful in developing alternative channels of influence.<sup>6</sup> Concluding an Interinstitutional Agreement (IIA) on access of the European Parliament to sensitive information in the field of security and defence policy has greatly contributed to the information position of the EP.

The Commission's role in CSDP has also increased substantially, notably in the areas of market regulation, standardisation and with regard to strengthening the European Defence

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5 Stefano Silvestri, Marcin Zaborowski, Charles Powell, Anna Jardfelt, *Towards a European Global Strategy: securing European influence in a changing world*, May 2013.

6 Guri Rosén, *A Budgetary Advance. The European Parliament's Growing Role in EU Foreign Policy*, ARENA Working Paper, 09/2014.

Technological and Industrial Base (EDTIB). The EU member states adopted new supranational legislation in an area as politically sensitive as defence and security in 2009 with Directive 2009/81/EC on defence procurement. The Directive not only aims to replace the widespread procurement practice of single tender action by more competitive tendering procedures, but also regulates large parts of the supply chain.<sup>7</sup> Improving the member states' defence capabilities through cooperative projects and programmes is a task that is entrusted to the European Defence Agency (EDA). EDA is governed by a Steering Board comprised of Ministers of Defence of the member states and is answerable to the Council.<sup>8</sup> However, the European Commission also has a seat on EDA's Steering Board (albeit without voting rights). Particularly the Commission's Directorates-General (DGs) for Enterprise (and Industry) and Internal Market are closely involved in EDA's work.<sup>9</sup>

In the area of dual-use technology, EDA took the initiative to lift the strict separation between research for civilian and military purposes. It took a number of years before it was made possible that dual-use research projects can be co-funded through the Commission's research programme (Framework Programme 7). The compromise satisfied those within the Commission and some member states who feared a communitarisation of defence policies in the EU.<sup>10</sup> Increasingly, pragmatism instead of dogmatism seems to characterise the EDA-Commission relationship. At the European Council on Defence of December 2013 a next step was taken: the acceptance of the Commission's proposal for a Preparatory Action meant a breakthrough in the taboo that Union funds for research and development cannot be spent on defence research (see chapter 5).

The Commission's considerable resources in terms of finances, manpower, bureaucratic leverage and formal powers can be of great use to the further development of CSDP. However, it is now up to the member states themselves to take an active position in order to steer the Commission's resources in a direction they prefer. For instance, while the general conditions for spending Structural Funds are set out by the Commission, the allocation of 'awarded' funds to projects and the management and monitoring of projects lie with the member states, which appoint national and regional management authorities to that end. EDA is trying to tie defence industrial Small and Medium-sized Enterprises to these structural funds, but the Defence establishments in the member states need to be more aware of the potential that this offers.

Migration is (among others) a security issue that of its very nature consists of internal and external aspects and which therefore has to be addressed in a multidisciplinary manner, transcending the traditional boundaries of the internal and external realms of policy. A very telling example where the EU as a security provider has to work across various institutions, capacities, policies and tools is the case of the massive flows of migrants across the Mediterranean Sea. In 2014 over 160,000 migrants managed to cross the Mediterranean from North Africa and the Middle Eastern region to the southern member states of the EU; 80% of these

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7 Michael Blauberger and Moritz Weiss, 'If you can't beat me, join me! How the Commission pushed and pulled member states into legislating defence procurement', *Journal of European Public Policy*, Vol. 20, no. 8, 2013, p. 1121.

8 The EDA Steering Board also meets in other configurations below the Ministerial level.

9 In the Juncker Commission one Commissioner, Elżbieta Bieńkowska, is responsible for Internal Market, Industry, Entrepreneurship and Small and Medium-sized Enterprises.

10 Dick Zandee, 'Europe's Security Upside Down', in: Instituto da Defesa Nacional, *Reflexões Sobre a Europa*, Lisbon, 2014, p. 22.

migrants entered the EU through southern Italy.<sup>11</sup> This is a security issue that takes place at each of the earlier identified three interrelated levels of strategy. On the grand strategy level the position of the EU on migration has to do with the economic interests of the EU (work-force mobility, innovation, knowledge base and demographics), its interests in a rule-based international order (norms and values on human rights, rights of refugees) and also with broad security interests, such as stability in its neighbourhood and the cohesion and solidarity of the EU's northern states with those in the south.

The second strategic level which demands a comprehensive approach to migration is that of policies and tools. The Directorate-General on Home Affairs is in the driving seat. The responsible Commissioner was Cecilia Malmström, while the new Commissioner for the renamed DG of Migration, Home Affairs and Citizenship is Greece's Dimitris Avramopoulos. That migration is now explicitly named in the title of the DG illustrates the political salience of the issue in the EU. DG Migration is part of the new HR/VP's Project Team. A logical step, considering its obvious external implications. The relevant EU Agencies that fall under the Commissioner are the European Asylum Support Office (EASO), the European Agency for the Management of Operational Cooperation at the External Borders (FRONTEX), the European Police Office (EUROPOL), the European Police College (CEPOL) and the agency for the management of large IT systems (EU-LISA). Policies on border security, the harmonisation of asylum procedures, tackling illegal migration, trafficking, organized crime, but also foreign policy, development cooperation, and defence are all relevant in their interrelated application to the issue of migration. These policies are dispersed among a number of Commissioners, Agencies, the EEAS, the Council, member states and the HR/VP. It is not the creation of a new, overarching institution, but the development of a networked way of working among all these actors on a project-by-project basis which could overcome the obvious coordination problem that tackling this issue poses.

The third level of strategy comprises the operational level, which mirrors the multifaceted nature and the complexity of the second strategic level. When focusing particularly on the management of the migration crisis in the Mediterranean, it becomes obvious that the EU is wrestling with its response. Policing of the Mediterranean Sea was left to the Italians, who were overwhelmed by the amounts of refugees, the effort and the costs of their maritime operation Mare Nostrum. The Italian operation ended on 31 October, but, rather than replicating the Italian mission, which carried out proactive search and rescue across 27,000 square miles of sea, a small Frontex operation, Triton, will focus on border surveillance.<sup>12</sup> It will operate only within 30 nautical miles of the Italian coast as well as parts of the search and rescue (SAR) zones of Italy and Malta. Its budget, € 2.9m, is less than a third of that of Mare Nostrum. Triton<sup>13</sup> can only be regarded as an interim solution to buy time for the EU to formulate a more comprehensive approach to the problem. To involve CSDP and military capa-

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11 Figures provided by Frontex, [www.frontex.europa.eu](http://www.frontex.europa.eu).

12 During a two-month transition phase, lasting until 31 December 2014, Mare Nostrum will continue alongside Triton, albeit on a smaller scale.

13 European Commission, *Frontex Joint Operation 'Triton' – Concerted efforts to manage migration in the Central Mediterranean*, Memo, 7 October 2014: "Frontex is entrusted with assisting Member States in circumstances requiring increased technical assistance at the external borders, taking into account that some situations may involve humanitarian emergencies and rescue at sea. Although Frontex is neither a search and rescue body nor does it take up the functions of a Rescue Coordination Centre, it assists Member States to fulfil their obligation under international maritime law to render assistance to persons in distress."

bilities is particularly difficult in the politically sensitive policy area of migration.<sup>14</sup> However, because of the magnitude of the challenge, there is increasing support for abandoning the artificial boundaries between 'home affairs' and military capabilities.<sup>15</sup> The CSDP policy tools could be used for migration-capacity building at borders, helping to manage refugee camps, providing humanitarian corridors and assisting in apprehending human traffickers and providing support to the patrolling at sea. The symptom of the pressure on Europe's borders is and remains, however, an issue that needs to be tackled from all three strategic levels in a comprehensive manner in order to enable Europe to address the underlying causes.

A plethora of less visible actors play increasing roles in EU security: agencies operating under various levels of supranational control (Satellite Centre, FRONTEX, EASME, ENISA), multi-stakeholder platforms (RPAS steering platform), organisations affiliated with the EU (European Space Agency, EuroControl), and the European Investment Bank, to name but a few. These actors are setting standards, directing dual-use capability development, allocating funds to security R&D, collecting intelligence and enacting security policies in the field of energy security, health, cyber security, border security, counter-terrorism, and so on. An overview of the actors involved in EU security is enclosed in an appendix to this report. It is clear that with the expansion of security and safety-related activities, de-conflicting overlapping competencies and ensuring overall coherence and strategic direction deserve more attention.

Figure 1 below is a Venn diagram of the EU actors that are in some way or another involved in a particular policy field. The number of policy fields dealing with security, be it of an internal or external nature, is much larger, but the selection of a number of important sectors serves the purpose of illustrating the sheer size, numbers, variation and complexity of the EU as a security provider. The six sectors depicted here are related to defence cooperation, hence EDA's, the Commission's and the member states' central presence as a constant in this field. For further details on the actors and their roles and activities, see the Annex.

The European Court of Auditors (ECA) is a much overlooked, but still a very important actor in the EU's security policies. The Luxembourg Court of Auditors' functions extend to all EU expenditure, so including finances spent on CFSP (Art. 287 TFEU). For example, a special report by the ECA from 2012 on the effectiveness of the civilian CSDP mission in Kosovo, EULEX, was highly critical.<sup>16</sup> The Commission and the EEAS have the opportunity to provide an official reply to the ECA reports and do so quite extensively. In their reply to the Court's criticism on weak coordination, procurement procedures and on a lack of exit strategy, they acknowledged the criticism and already foreshadowed the measures they were going to take in response. It is clear that no one in the EU wants to be criticised by the Court of Auditors and its independent and reputable audits are highly influential regarding policy adjustments.<sup>17</sup>

The jurisdiction of the Court of Auditors only extends to those expenses on CFSP that stem from the Union budget. This means that CSDP missions having military or defence implications are exempt from its scrutiny. They are financed on the principle of 'costs lie where

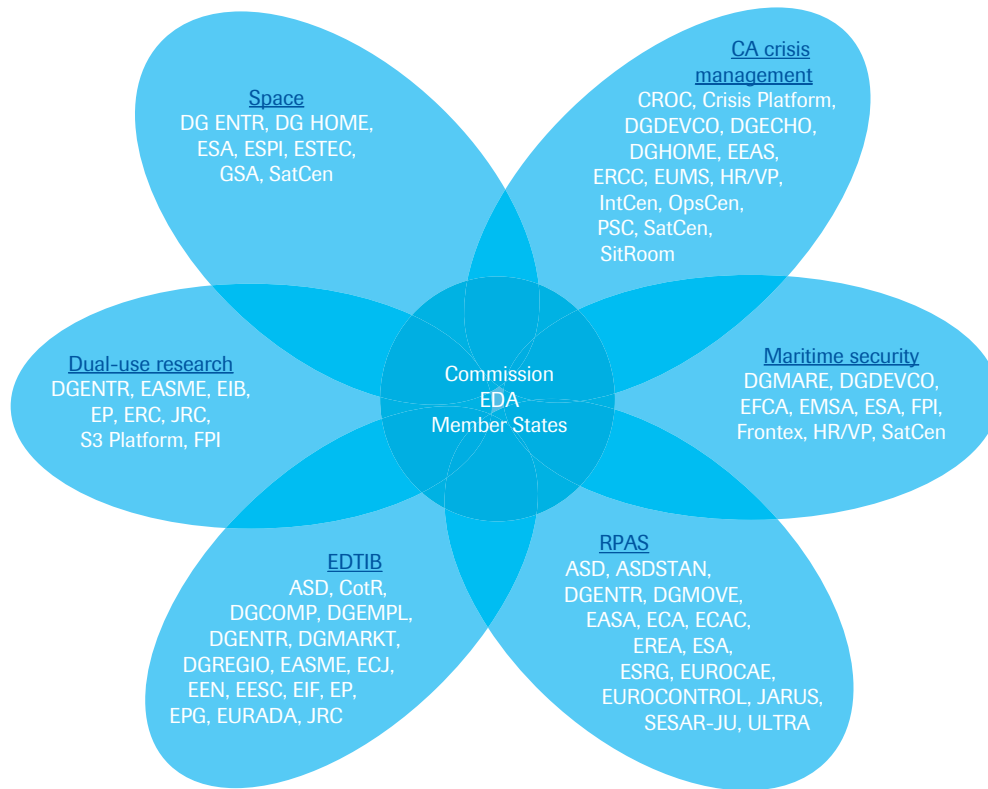
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14 See also: Margriet Drent, Kees Homan and Dick Zandee, *Civil-Military Capacities for European Security*, Clingendael Report, Netherlands Institute of International Relations 'Clingendael', The Hague, December 2013.

15 Roderick Parkes, *Integrating EU defence and migration policies in the Mediterranean*, FRIDE Working Paper, No. 125, November 2014.

16 *European Union Assistance to Kosovo related to the rule of law*, European Court of Auditors, Special Report No. 18/2012.

17 See also: *Policy Paper on Civilian CSDP*, European Peace Building Liaison Office (EPLO), March 2013, p. 13.



**Figure 1: EU actors in various policy fields (EDTIB, RPAS, maritime security, CA crisis management, space, dual-use research)**

they fall', meaning that member states pay for their own contributions. The exception is the common operational costs of missions which can be funded through the Athena mechanism.<sup>18</sup> The Athena mechanism is audited by an external Court of Auditors, appointed by the Council. However, part of the deal on the establishment of the External Action Service between the HR/VP and the European Parliament was that the Court of Auditors would include a section on the EEAS (which also includes military CSDP structures) in its annual Reports. In 2014, for example, the EU's auditors found that coordination between the EEAS and the Commission was only partly effective. This was blamed on "ineffective cooperation mechanisms at top level and a rigid financial and administrative framework at the delegations", taking away resources for political tasks.<sup>19</sup> Although coordination with member states has improved since the establishment of the EEAS, the Court of Auditors recommends that "it should be further developed to exploit synergies, such as information sharing or co-location and consular services, including protection of EU citizens."<sup>20</sup> As the EEAS example shows, the activities within CFSP and CSDP that are financed from the Union budget are so much intertwined with the military side of CSDP operations that the influence of the Court of Auditors cannot but be felt also within that part of the EU as a security provider.

<sup>18</sup> The Athena mechanism only covers 10-25% of the common costs. A routine review of the Athena mechanism is being held at the end of 2014.

<sup>19</sup> *The Establishment of the European External Action Service*, European Court of Auditors, Special Report No. 11/2014.

<sup>20</sup> *Ibid.*, p. 04.

The set-up of the EEAS illustrates that the inter-institutional relations on foreign, security and defence policies in the EU can no longer be depicted in terms of intergovernmental versus supranational. The competency picture is much more complex than that. For instance, the EEAS exemplifies a merging of the intergovernmental and communitarian methods, while the HR/VP is a personification of this, being double (or rather quadruple) hatted as Vice President of the Commission, Chair of the Foreign Affairs Council and Head of the EEAS as well as Head of EDA. However, in practice the VP role as coordinator of the Commissioners dealing with external relations has not been very successful: they met rarely and coordination has been limited, while the Commission's president was also not supportive.<sup>21</sup>

The new Commission under Juncker is organised in various Project Teams. The HR/VP will chair a Commissioners' Group on External Action, called 'Europe in the World' that will gather at least once a month in different thematic or geographic formations.<sup>22</sup> As such, coordination efforts between the portfolios that have external dimensions (European Neighbourhood Policy and Enlargement Negotiations; Trade; International Cooperation and Development; and Humanitarian Aid and Crisis Management) could be improved substantially and is therefore to be welcomed. In his mission letter to Federica Mogherini, Jean-Claude Juncker stated that he wants "the Commission as a whole to be more than the sum of its parts (...)". The Commission should "work together as a strong team, cooperating across portfolios to produce integrated (...) results". He also underlined that with the Commission's new way of working, he wants to overcome "silo mentalities by working jointly".<sup>23</sup>

Interestingly, Juncker also provides Mogherini with the remit to draw on the Commission's policy instruments and expertise under the responsibilities of other Commissioners. He mentions the Commissioners for Climate Action and Energy, Transport as well as Migration and Home Affairs, which have a strong external dimension. He thereby also gives an institutional blessing to the necessity that has been felt for years to consider these policies from an integrated perspective, overcoming the boundaries between internal and external policies. The stronger linkage of the HR/VP's portfolio with the Commission is also embodied by the request of Mogherini herself to be located at the Berlaymont building, together with the other Commissioners. This means a break from Catherine Ashton's practice who had her offices at the EEAS 'Axa' building. While the physical proximity is perhaps not even the most important aspect of this move, the message that it conveys about coherence, however, is well understood.

The approach of the new Commission to work in project teams in a 'networked' way is promising in theory, particularly for the EU's ability to speak with one voice and to work from a coherent notion of what its role in the world should be. It is, however, not so different from the intentions for more coherence on foreign policy that the EU institutions had in the past. The 'silo' mentality has turned out to be very persistent. Stronger top-down steering from a more hierarchically organised Commission could make a difference. Much will depend on Juncker's grip on his College of Commissioners and on Mogherini's ability to gain respect from the relevant Commissioners. A tool that could provide focus and direction to the Council, the EEAS and the Commission is a new and integrated European Security Strategy. Again, the

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21 Stefan Lehne, *A Window of Opportunity to Upgrade EU Foreign Policy*, Carnegie, 2 May 2014.

22 Jean-Claude Juncker, *Mission letter to the High Representative of the Union for Foreign Policy and Security Policy/Vice-President of the European Commission*, Brussels, 1 November 2014.

23 Ibid.





**Figure 2: The Berlaymont, main office building of the European Commission, and the Lipsius Building which houses the Council (Photo: Amio Cajandar & Szilas)**

European Council of June 2015 would be a good moment for Mogherini to seize the opportunity to initiate a process towards such a new European Security Strategy. Considering the rapid decline of the security situation in Europe's neighbourhood, both to the East and the South, the new High Representative should perhaps set her goals even higher and ideally already come up with a grand strategic narrative for the EU by June 2015. External dynamics have been a catalyst for the EU's development into a security provider before, the question is to what extent the sense of urgency is also today sufficiently understood by the EU (and its member states).

### 3. The comprehensive approach<sup>24</sup>

The EU prides itself in bringing a comprehensive approach to its crisis management. Comprehensiveness does not only mean coordination between civilian and military tools to solve crises. It also means public-private cooperation, linking instruments that are traditionally used in the internal security context to those applied in external crises and it means as well that crises are tackled from an integrated perspective. Scholars have argued there are limits on how comprehensive the approach to crises can be.<sup>25</sup> Common sense dictates there is a limit to the number of parties that can be involved and coordinated until the combined effectiveness begins to decrease. Although it is still the case that the EU's strength as a security provider lies in its potential to bring an array of instruments, policies, tools and capabilities to a crisis, the challenge is to find the optimal balance between comprehensiveness and effectiveness.

Unity of effort does not emerge from the coordination and integration of actors alone. Ideally, the 'grand' strategic perspective and the strategies on the integrated use of policies, tools and instruments to address the various security issues, such as the 2003 European Security Strategy and the 2014 Maritime Security Strategy, frame the comprehensive crisis management response. The effort of the EU in the Horn of Africa is often dubbed as an example of where the comprehensive approach worked well and was turned into comprehensive action with "real impact on the ground".<sup>26</sup> However, implementation shows a mixed picture. The EEAS reports shortcomings, such as a lack of clarity on who does what, on mandate and responsibility and a lack of situational awareness about what has been agreed upon.<sup>27</sup> In addition, shortcomings are reported on mission planning and a lack of coordination among the different fact-finding and assessment missions. Greater investment in the coordination of efforts is required to work more effectively.<sup>28</sup> As the Somalia example shows, various strategies applied to deal with different aspects of the problem should not taken together be misconstrued as a comprehensive approach.<sup>29</sup>

The EU's quest for a comprehensive approach has been ongoing since it became a crisis management actor in the early 2000s. Although necessary institutional arrangements now seem to be in place, the implementation of the comprehensive approach is still facing hurdles. The Commission and the HR/VP stated in their 2013 Joint Communication on the comprehensive approach, "the ideas and principles governing the comprehensive approach have yet to become, systematically, the guiding principles for EU external action across all areas, in

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24 The authors thank the former DG EU Military Staff, Lt.Gen. (ret.) A.G.D. van Osch for his input on this section.

25 Cedric de Coning and Karsten Friis, 'Coherence and Coordination: The Limits of the Comprehensive Approach', *Journal of International Peacekeeping* 15 (2011): 243-272.

26 Walter Stevens, *From Comprehensive Approach to Comprehensive Action - Horn of Africa: A Case in Point*, September 2012, [http://consilium.europa.eu/media/1773649/from\\_comprehensive\\_approach\\_to\\_comprehensive\\_action.pdf](http://consilium.europa.eu/media/1773649/from_comprehensive_approach_to_comprehensive_action.pdf).

27 *Annual 2013 CSDP Lessons Report*, EEAS, March 2014, p. 12.

28 *Idem*, p. 3.

29 B. van Ginkel, 'EU governance of the threat of piracy off the coast of Somalia', in: Inge Govaere and Sara Poli (eds), *EU Management of Global Emergencies; Legal Frameworks for Combating Threats and Crises*, Brill Nijhoff, 2014, p. 348.





**Figure 3: A World Food Programme vessel is escorted by a frigate of the EU Naval Operation Atalanta (Photo: EUNAVFOR Operation Atalanta)**

particular in relation to conflict prevention and crisis resolution”.<sup>30</sup> Despite the Lisbon Treaty changes, boundaries between the Commission and the Council still seem to cause complications for a comprehensive EU effort. The Joint Communication identifies the lack of a shared analysis and a common strategic vision by member states, while the EU institutions display hampering coherence and effectiveness in tackling conflict and crises. While acknowledging the importance of linking internal and external action and that “internal policies should be part of the analytical crisis framework”, the Joint Communication does not address the increasing interrelatedness of CSDP missions and the external dimension of the Area of Freedom, Security and Justice (AFSJ), which includes border management, rule of law and security sector reform. For this, the cooperation between the Political and Security Committee (PSC) and the Standing Committee on operational cooperation on internal security (COSI) created in 2010 should be further strengthened. Both COSI and the PSC should regularly discuss the progress of the Freedom, Security and Justice (FSJ)-CSDP roadmap. The roadmap was established in 2011 and tries to identify areas of practical cooperation between FSJ actors and CSDP. It covers, for example, intelligence sharing between Frontex and the EU Intelligence Centre (IntCen) at the EEAS as part of the Euro Surveillance (EUROSUR) Common Pre-Frontier Intelligence Picture and the European Police College’s (CEPOL) training role in the CSDP context.<sup>31</sup>

Since 2009, the EU institutional structures dealing with external crisis response have been going through substantial changes to address the issue of coordinated response. After the uncoordinated and ineffective response of the EU to the Haiti earthquake in 2010, the HR/VP Catherine Ashton initiated a reform within the EEAS structures. The Crisis Response

30 *The EU’s Comprehensive approach to external conflicts and crises*, Joint Communication to the European Parliament and the Council, European Commission and High Representative of the European Union for Foreign Affairs and Security Policy, Brussels, 11-12-2013.

31 *Strengthening Ties between CSDP and FSJ: Road Map implementation Second annual progress report*, Crisis Management and Planning Department, 14 November 2013.

and Operational Coordination Department (CROC), the Crisis Platform, the Situation Room (SitRoom) and the Crisis Management Board (CMB) were established as part of the EEAS Crisis Response System (CRS). The CROC is tasked with the overall planning, organisation and coordination of crisis-related activities, including preparedness, monitoring and response. It coordinates the Crisis Platform, chaired by the HR/VP and activated on an ad hoc basis. Depending on the crisis, the platform consists of various EEAS and Commission elements, such as geographic Management Directors (MDs), the Crisis Management and Planning Directorate (CMPD), EU Military Staff (EUMS), Civilian Planning and Conduct Capability (CPCC), DGs ECHO, DEVCO and HOME, the FPI and so on. The SitRoom provides 24/7 worldwide monitoring of events through mainly open sources for various EU stakeholders, including the Crisis Platform. It is also intended as an interface between EU institutions, member states and international organisations. However, in current practice, the information and analyses of the EU Intelligence Analysis Centre (IntCen), geographic MDs and the Emergency Response Coordination Centre (ERCC) do not pass through the SitRoom but go directly to the HR/VP. The creation of coordinating structures can only do so much to address underlying problems.<sup>32</sup>

While the Crisis Platform brings together EEAS and Commission crisis management elements, the overlap between these elements has not been resolved. The Commission's internal crisis centres – DG ECHO's ERCC monitors and coordinates responses to natural and man-made disasters within and outside of Europe; DG HOME's strategic assessment and response capability (STAR) carries out risk analysis, monitors (open) sources, and acts as a coordination hub for major crises related to terrorism; and DG SANCO's Health Emergency Operations Facility (HEOF) monitors and coordinates emergencies involving CBRN threats and communicable diseases – have monitoring and information management tasks overlapping with those of the SitRoom, which is intended as a 'first point of contact' raising the question of who has the central role in managing the information stream of a particular crisis and risking the emergence of turf battles.<sup>33</sup> This situation is exemplary of the difficulty that the EEAS and the Commission have in agreeing on a division of labour where responsibilities overlap.<sup>34</sup> In addition, EU agencies with varying degrees of autonomy – such as the European Centre for Disease Prevention and Control (ECDC), Frontex and Europol as well as the Joint Research Centre (JRC) – make overlapping contributions to the crisis management toolbox as well. An overlap also exists within the EEAS, with the SitRoom and IntCen, OpsCen, and the geographic Management Directors and CMPD. The issue of overlapping responsibilities for the coordination of crisis management instruments can become a topic for the review of the EEAS by the HR/VP.

Overlap issues might also surface in the Integrated Political Crisis Response Arrangements (IPCR) – a platform which allows for political and strategic direction at COREPER/Council level for major crises – as both SitRoom and ERCC feed into the Integrated Situational Awareness and Analysis (ISAA). The IPCR is activated and driven by the Presidency, which raises questions about the relationship vis-à-vis the HR/VP for external (non-Solidarity

32 Patryk Pawlak, Andrea Ricci, et al., *Crisis Rooms – Towards a Global Network?*, EUISS, April 2014, p. 190.

33 The EUISS report 'Crisis Rooms – Towards a Global Network?' (p. 103 and p. 190) warns of the institutional power politics involved in controlling information streams and of competing coordination mechanisms trying to capture 'market segments' in the early hours of a crisis.

The EEAS review of July 2013 as well as the communication on the comprehensive approach of December 2013 made suggestions on improving coherence and coordination between the SitRoom and the ERCC.

34 *The establishment of the European External Action Service*, European Court of Auditors, 2014, para. 56.

Clause<sup>35</sup>) crises. Another question is whether the IPCR can and should be used for military crises, and if not, where to draw the line.

The integration of civilian and military means in the comprehensive approach undoubtedly has an added value, but it also blurs the line between civilian and military tasks and responsibilities. The EEAS defines crisis response as “the immediate mobilisation of EU resources to deal with the consequences of external crises caused by man-made and natural disasters”.<sup>36</sup> This broad notion of crisis response not only makes it overlap with Commission activities, but it also seems to be at the detriment of the focus on CSDP as the main crisis management instrument. Furthermore, the steady decline of ambitions for CSDP since the 1999 Cologne Council conflict with the security challenges the EU faces in its Eastern and Southern neighbourhood. Questions remain about the limits of the comprehensiveness of the EU’s approach when the civilian and military tools are brought together. There is a reason and a place for the civilian and the military instrument which should be kept in mind for the comprehensive approach. As has been well put by an observer: “The EU must avoid sacrificing the impartial excellence of ECHO as well as its military teeth on the altar of the comprehensive approach.”<sup>37</sup> The HR/VP, the Member States and the European Parliament have a role in clarifying the level of ambition and principles for the application of civilian and military instruments and ensuring that these are put into practice.

What is clear is that more unity of effort is needed in EU crisis management. However, integration should be done selectively. Creating new structures and tying together all the various actors, policies and tools is more likely to create an institutional and operational Gordian knot than effective comprehensive crisis management. To move the comprehensive approach forward, the division of roles, responsibilities and the level of ambition need to be clarified and rationalised.

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35 The Solidarity Clause described in Article 222 TFEU allows the EU and Member States to assist another Member State when it “is the object of terrorist attack or the victim of a natural or man-made disaster”. See also, Council Decision of 24 June 2014 on the arrangements for the implementation by the Union of the solidarity clause (2014/415/EU).

36 Emphasis added. Quoted from the EEAS website: <http://eeas.europa.eu/crisis-response>.

37 Alexander Mattelaer, *Reviewing the EU’s Crisis Management Procedures*, Policy Brief, Institute for European Studies, Issue 2012, no. 4, p. 4.

## 4. Capability development

Until recently, capability development has been primarily associated with the CSDP agenda. The European Defence Agency (EDA) is the EU institution for leading the activities for improving military capabilities. In other words, capability development has been strictly approached from the intergovernmental side – to obtain better military capabilities for CSDP operations owned, operated and deployed by member states. Yet, over the last decade the EU has launched extensive programmes to create better capacities for civilian users like the transport sector, internal security actors and in the maritime area.

In many aspects the space and air sectors have been leading in connecting civilian to military use. From a purely capability point of view this comes as no surprise. Space technology makes almost no distinction between civil and military use and, contrary to the Cold War era, the market is now dominated by commercial users (e.g. 80% in satellite communications). Space assets are also very expensive, which is another factor driving the need to seek civil-military synergies. From its operational start in 2005 the EDA has recognised this need, for example coordinating user requirements for space-related capacities with the European Commission and later on also with the European Space Agency (ESA). In 2011 EDA and ESA signed a formal cooperation agreement.<sup>38</sup> The two organisations have a common project on using satellite links for flying unmanned aircraft in regular airspace.<sup>39</sup> The civil users-driven EU space community also constructed bridges to the military users' side. In 2010, as a trade-off from the European Space Policy, the 'Structured Dialogue on Space and Security' was launched, bringing together the European Commission, the EEAS, the Council Secretariat, EDA and ESA. Galileo and GMES are concrete examples of programmes which were originally completely civilian user-driven but during their development also came in view of military clients.

Galileo is the EU's global navigation satellite system, providing Europe with its own GPS capacity. Several Galileo satellites are already in space. In 2016 an initial operational capability will be available. Galileo will be equipped with an optional encrypted Public Regulated Signal (PRS) for both non-military and military use. France is likely to be the first EU member state to use the PRS signal for its armed forces. Global Monitoring for Environment and Security (GMES) is an earth-observation programme. It is also known as the Copernicus project and aims at the use of satellite earth observation capacities for civilian users, for example in the context of border control and maritime surveillance. From its origin 'security' has been part of the GMES programme, both for civilian and for military purposes. The Copernicus website makes specific mention of GMES availability for crisis and conflict management under the EU's external action.<sup>40</sup> In October 2014 the first Copernicus satellite (Sentinel-1A) became operational. It will provide services related to the environment (such as monitoring Arctic

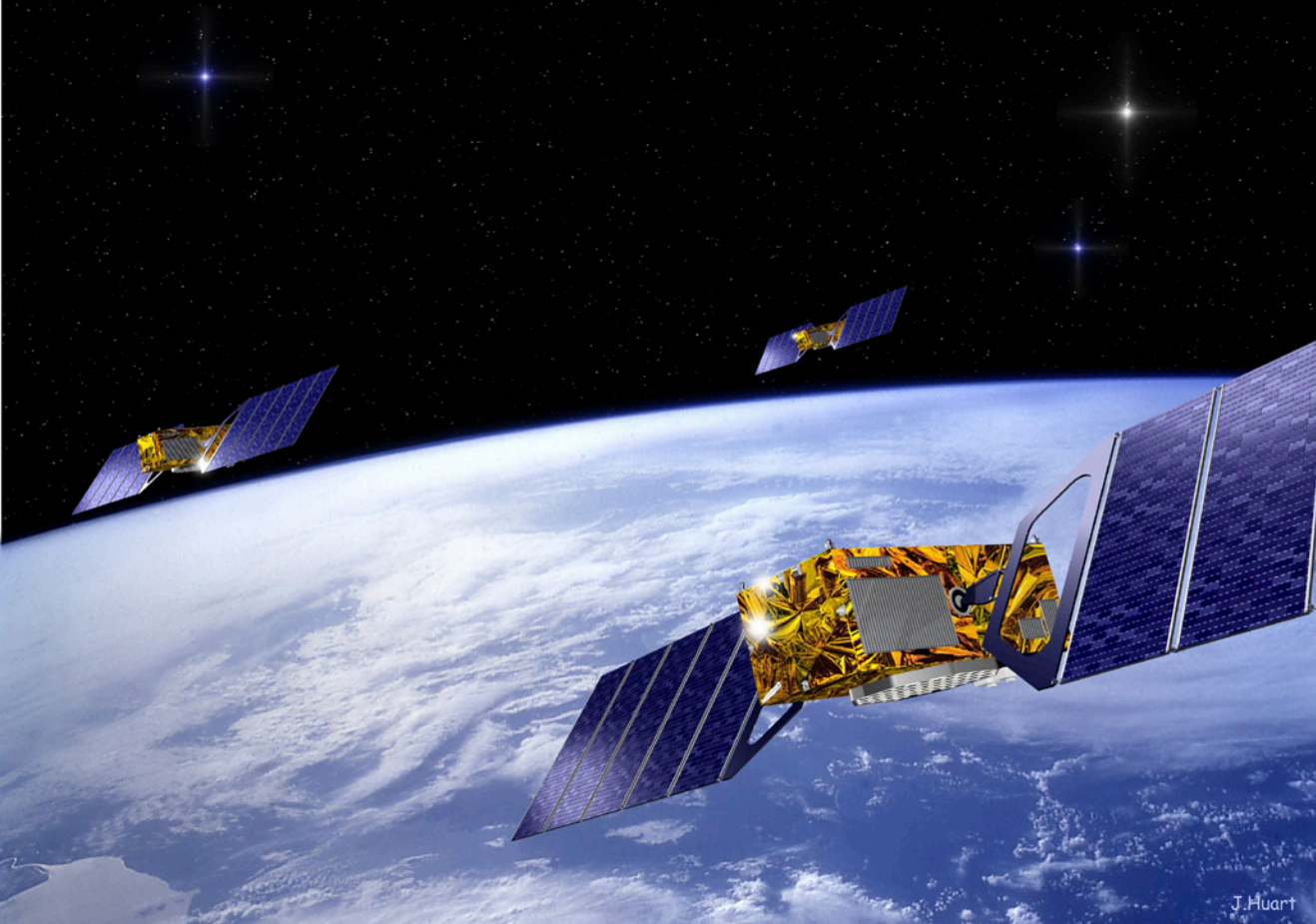
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38 ESA is not an EU institution.

39 The DeSIRE (Demonstration of Satellites enabling the Insertion of RPAS in Europe) project. In April 2013 a test flight took place. In early 2014 EDA and ESA agreed on the DeSIRE II project which aims at demonstrating that services, such as environment and maritime surveillance applications, can be rendered with unmanned aircraft flying beyond radio line of sight through the use of safe and secure satellite-based command and control links. See: [www.eda.europa.eu](http://www.eda.europa.eu).

40 See [www.copernicus.eu](http://www.copernicus.eu).





**Figure 4: The EU Galileo global navigation satellite system (Photo: ESA/ J. Huart)**

sea-ice extent, surveillance of the marine environment and earthquakes) but Sentinel-1A (later on to be joined by Sentinel-1B) will also provide mapping to support humanitarian aid and to assist in crisis situations.<sup>41</sup>

The linkage of civilian and military capacities is also progressing in the maritime sector. Even before the integrated EU Maritime Security Strategy was adopted (in June 2014) the civilian and military usage of maritime security-related assets was linked. Maritime surveillance data exchange has been the priority area and the logical choice taking into account the existing stove-piped approaches of information exchange networks, even among civilian users such as fisheries, environmental agencies, customs, police, port authorities and the transport sector. The European Commission has calculated that about 400 public authorities across Europe are responsible for maritime surveillance data exchange, handled by 20 different systems. Data exchange between the various communities is limited; some 40-90% of the information is not yet made available to all actors. The result: nobody has a complete picture, actions by the relevant authorities often remain uncoordinated and European taxpayers' money is wasted by overlapping investment in radar, ships or surveillance aircraft.<sup>42</sup>

Efforts by both the European Commission and EDA to bring an end to this multitude of separate maritime surveillance data exchange systems have started to bear fruit. A first practical breakthrough was realised in support of the CSDP anti-piracy operation Atalanta near the Horn of Africa. The maritime data exchange services of the European Maritime Safety Agency (EMSA) have been connected to operation Atalanta near the Horn of Africa.<sup>43</sup> This case has

<sup>41</sup> *First Copernicus Satellite Now Operational*, 6 October 2014, [www.esa.int](http://www.esa.int).

<sup>42</sup> *Report from the Commission to the European Parliament, the Council, the Economic and Social Committee and the Committee of the Regions – Progress of the EU's Integrated Maritime Policy*, COM (2012)491 final, 11.9.2012.

<sup>43</sup> For that purpose EMSA has developed the Maritime Surveillance-1 integrated data service.

proved that EMSA, which has been established to serve civilian customers, can be connected to the maritime surveillance networks of European navies, including with secure data handling restrictions. EDA successfully tested the maritime surveillance network (Marsur) in 2011 with six countries participating. Further development took place in subsequent years. In October 2014 the Marsur network was declared operational. Participation has grown to 18 countries, including the non-EU member state Norway. The EDA Marsur network has been offered as the military layer of the Common Information Sharing Environment (CISE).<sup>44</sup> CISE is the overarching maritime surveillance project of the European Commission. It aims at enhancing the cross-sectoral, national and EU level connectivity of civilian and military maritime surveillance networks. In its July 2014 CISE Communication the European Commission has announced further steps, amongst them the launching of a large-scale test involving civilian and military authorities.<sup>45</sup> The maritime security domain is showing the way ahead in connecting civilian and military capabilities, without changing the competencies of the actors involved and without creating new administrative bureaucracy.

The 'quiet' progress in aligning capability development between civil and military users has been mirrored by calls for Council formations. The clearest expression can be found in the CSDP conclusions of the Council in November 2013:

The Council encourages the European Commission, the EDA and the EEAS to examine modalities for dual-use capabilities, starting with pilot cases such as RPAS<sup>46</sup>, air lift, future transport helicopters, satellite communications, cyber security and maritime security, in order to support Member States' activities in these areas.<sup>47</sup>

In the near term the focus will be on research & technology development, connected to industrial cooperation (see chapter 4). The use of overlapping capabilities by both civilian and military users is a sensitive matter. Some member states, in particular the United Kingdom, are strongly opposed to mixing the use of civilian and military capacities. For example, London refuses to deploy national military capabilities under EU agencies such as the border control agency Frontex.<sup>48</sup> Equally, the UK will oppose the financing of capacities for military use by the Union budget. However, the question is not about Commission funding for military capacities, but about investment in dual-use capacities. For the latter, the European Commission has already received a mandate from the Council (including from the UK) to explore the potential. Furthermore, the train has already left the station: in practical terms connecting civil-military capacities in the EU has been ongoing for at least the last ten years.

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<sup>44</sup> *European maritime surveillance network reaches operational status*, EDA Press Releases, 27 October 2014, [www.eda.europa.eu](http://www.eda.europa.eu).

<sup>45</sup> *Better situational awareness by enhanced cooperation across maritime surveillance authorities: next steps within the Common Information Sharing Environment for the EU maritime domain*, Communication from the Commission to the European Parliament and the Council, Brussels, 8.7.2014, COM (2014) 451 final.

<sup>46</sup> Remotely Piloted Aircraft Systems.

<sup>47</sup> *Council Conclusions on Common Security and Defence Policy*, Brussels, 25–26 November 2013, paragraph 24.

<sup>48</sup> On 1 November Frontex started Joint Operation Triton, replacing the Italian Navy's Mare Nostrum Operation in response to the increasing numbers of immigrants crossing the Mediterranean Sea from the coast of North Africa. Finland, Spain, Portugal, Iceland, the Netherlands, Latvia, Malta and France deliver equipment such as patrol boats and reconnaissance aircraft. Debriefers and screeners will be deployed by Spain, France, Finland, Romania, Switzerland, Norway, Germany, the Netherlands, Sweden, Portugal, Austria and Poland.

See: [www.frontex.eu](http://www.frontex.eu).

In its roadmap for implementing the December 2013 European Council conclusions the European Commission, while recognising that capability development is the prime responsibility for the member states and EDA, states that it “can make an important contribution, in line with its competencies in the field of non-military security (e.g. counter-terrorism, protection of external borders, maritime surveillance and civil protection).”<sup>49</sup> In the longer term it is likely that Agencies like Frontex itself will operate some assets, either based on ownership or leasing. The prime candidate is RPAS, better known as (reconnaissance) drones. RPAS is one of the EDA flagship projects welcomed by the European Council. The European Commission and the European Space Agency are involved in RPAS activities through dual-use technology investment and other steps to allow for drones to fly in non-segregated air space together with commercial civil air traffic. The insertion of RPAS into regular air space is also connected to the Single European Sky (SES) project. SES aims at replacing the current patchwork of air space corridors in Europe under national control to a European-wide single sky in which both civilian and military aircraft can fly. The ambitious aim is to reduce the flight costs by 50%, while SES will also result in lower CO<sup>2</sup> emissions by shortening flight paths.<sup>50</sup> Amongst many other measures SES requires the replacement of outdated technology connecting aircraft and ground control stations. This work is conducted under the SES Air traffic management Research (SESAR) project, which has a € 2.1 billion budget financed by the EU, Eurocontrol and industry (one third each). EDA is coordinating the military views by gathering input and requirements from the national military authorities.<sup>51</sup>

At the national level several EU member states are already using military-owned MALE-UAS<sup>52</sup> for civil security purposes such as border control, criminal investigation or during disasters like flooding. It is only a matter of time before the same will happen at the EU level. This will open up new opportunities for using RPAS for both civilian and military tasks. With defence budgets being restrained, armed forces could profit from civilian-owned dual-use assets such as RPAS. Assuming Frontex ownership of an RPAS fleet, why should the drones not be made available for CSDP operations at times of low demand for border control activities? One could even imagine a pooling & sharing model, bringing together assets of several member states and Frontex. Military and civilian users could make use of a European RPAS pool. Priority and availability rules (including drawing rights) could be agreed as well as financial arrangements for either sharing acquisition and maintenance costs and/or for paying when using RPAS from the pool. Comparable arrangements might be considered for other capabilities used by military and civilian operators like transport aircraft and helicopters, space-based assets and other capacities as mentioned by the Council in November 2013.

Finally, a more structural approach to linking civilian and military capability development would also require a conceptual framework. In her speech to the EDA Annual Conference in March 2014 HR/VP Catherine Ashton emphasised the role that investing in dual-use technologies, such as satellite communications, unmanned aircraft and cyber systems, plays in harnessing the synergies of new technologies and ensuring that money on new capabilities

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49 *A New Deal for European Defence – Implementation Roadmap for Communication COM (2013)542; Towards a more competitive and efficient defence and security sector*, Report from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Brussels, 24.6.2014 COM (2014) 387 final, p. 10.

50 See [www.sesarju.eu](http://www.sesarju.eu).

51 *Team Focused on Military Implementation of Single European Sky Launched in EDA*, EDA News, 9 April, 2014, [www.eda.europa.eu](http://www.eda.europa.eu).

52 Medium-Altitude Long-Endurance Unmanned Aerial System.

is well spent. “We need to apply the EU’s comprehensive approach also to capability development”.<sup>53</sup> However, comprehensive capability development has not taken off, probably due to the resistance of some member states to linking communitarian activities in capability development to national defence planning. In the summer of 2013 the European Commission proposed to produce a joint assessment with the EEAS of dual-use capability needs for EU security and defence. Based on the assessment the Commission would then “come up with a proposal for which capabilities needs, if any, could be best fulfilled by assets directly purchased, owned and operated by the Union.”<sup>54</sup> The assessment survived member states’ scrutiny of the Commission’s proposals in the run-up to the December European Council. The objective will be to “highlight areas where military and non-military capability needs are similar and identify the potential for synergies which will take into account those capability areas underlined by the European Council, including RPAS, SatCom and Cyber security.”<sup>55</sup> Due to opposition from member states the Commission’s proposal for buying and operating its own (dual-use) equipment was not mentioned in the December 2013 European Council Conclusions. Nevertheless, the European Commission will most likely explore the scope for purchasing, owning and operating its own capabilities (with a potential dual-use application). It makes sense in areas like air transport, reconnaissance, medical support, communications and others. Comprehensive capability development should focus on these overlapping areas of civilian and military use. From connecting capability needs both user communities could move in the direction of pooling & sharing dual-use assets. This will help to avoid duplication and a waste of resources. Most importantly, combining civil and military capacities will optimise standardisation and interoperability between civilian and military actors which are increasingly working side by side.

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53 *European Defence Matters*, 30/3/2014, [www.ec.europa.eu](http://www.ec.europa.eu).

54 *Towards a more competitive and efficient defence and security sector*, Communication from the Commission to the European Parliament, the Council, the European Social and Economic Committee and the Committee of the Regions, COM (2013) 542/2, 24 July 2013.

55 *A New Deal for European Defence, Implementation Roadmap for Communication (2013) 542; Towards a more competitive and efficient defence and security sector*, Report from the Commission to the European Parliament, the Council, the European Social and Economic Committee and the Committee of the Regions, COM (2014) 387 final, 24.6.2014.



## 5. Defence industry

External and internal security actors cannot act without capabilities, which would not exist without industries delivering equipment. The defence industry deviates from all other sectors of industry. Firstly, only governments are their customers which implies that the security interests of states, at the national or multinational level, come into play. By its very nature this makes defence procurement different from buying purely commercial goods like refrigerators, personal computers or furniture. Secondly, as a consequence of its different nature, defence procurement can be exempted from open market competition by invoking article 346 of the Treaty on the Functioning of the European Union.<sup>56</sup> Clearly, there are limits to invoking this article. The Commission's Directive 2009/81, which entered into force in 2011, aims at narrowing the scope of the article to limit its use by member states. In the meantime the Commission has stepped up its campaign to abolish offsets (compensation orders in cases in which one country buys defence goods in another country) which it considers to contradict the Treaty-based open market.<sup>57</sup> Member states with Small and Medium-sized Enterprises (SMEs) in the defence sector within their national borders are dependent on offsets as they often have to place defence equipment orders with larger defence companies located in other countries. These large companies often operate with supply-chain smaller companies in their own neighbourhood. Thus, it is extremely difficult for SMEs in smaller countries to penetrate markets outside national territory.

The Commission has recognised this problem and has set out a number of measures for defence-related SMEs, for example to assist these companies to be linked up to other economic clusters and partnerships. COSME<sup>58</sup>, the EU programme for the competitiveness of SMEs, with a budget of € 2.3 billion (2014-2020), will be used to support actions to strengthen the market access of SMEs. The Horizon 2020 research programme and the European Structural and Investment Funds can also offer a potential to fund dual-use projects. Furthermore, the European Commission has released a guidance document for SMEs and regional authorities which aims to clarify the opportunities and eligibility rules for such projects.<sup>59</sup> However, as long as art. 346 continues to exist a level playing field for defence equipment procurement within the EU will not exist. At best, the playing field shows less closed-off parts than in the past. In 2016 the European Commission will review the implementation of Directive 2009/81 and only then can an assessment of future action be made. Step by step the Commission is increasing its grip on the defence industrial sector through its regulatory powers. During this process it will be of the utmost importance to take into account not only the interests of the larger countries hosting most of the prime contractors on their

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56 The essential phrase is: "(...) any Member State may take such measures as it considers necessary for the protection of the essential interests of its security which are connected with the production of or trade in arms, munitions and war material; such measures shall not adversely affect the conditions of competition in the internal market regarding products which are not intended for specifically military purposes." Treaty on the Functioning of the European Union, Article 346.

57 Implying that offsets (or whatever other label they are given such as 'industrial participation') can only be justified on the basis of art. 346 (national security interests) and not on economic grounds.

58 Competitiveness of Enterprises and Small and Medium-sized Enterprises.

59 *Defence-related SMEs*, Enterprises and Industry portal of the European Commission website, [www.ec.europa.eu](http://www.ec.europa.eu).



**Figure 5: The Airbus 400M (Military) transport aircraft, product of the European Defence Technological and Industrial Base (Photo: Airwolfhound)**

national soil but also the future of SMEs across Europe. On the other hand, defence companies themselves should start to adapt to a defence equipment market which will be opened up more and more. Cross-border partnering with other companies, focussing even more on dual-use equipment and producing high quality technology offer potential for survival in such a market.

The European defence industry itself is in troubled waters. Due to defence budget cuts all over Europe the demand from its traditional customers has declined. In recent years exports to customers outside Europe have compensated for this loss, but on the world market rising states will soon become serious competitors in the defence business. At the same time they no longer need to buy military equipment from abroad as domestic production starts to take off. Therefore, defence industries in Europe are increasingly focussing on dual-use production to widen the range of potential customers. Naturally, this cannot apply to weapons systems but it does apply to equipment in areas like communications, reconnaissance, transport, medical support and protection.

Dual-use technologies are per definition serving both military and civilian users. Canalising research & technology (R&T) investment in projects of dual-use application has been a leading principle in the work of the European Defence Agency. Soon after its operational launch in 2005 EDA started to coordinate R&T investment with the European Commission, in particular in security research programmes under the 7<sup>th</sup> Framework Programme (FP7).<sup>60</sup> One of the early cases was Software Defined Radio. The case-by-case approach of the initial years was replaced by a more structural approach to coordinate dual-use R&T investment with the European Commission (as well as with the European Space Agency). In May 2009 the EDA Ministerial Steering Board approved the European Framework Cooperation (EFC)

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<sup>60</sup> Under the 7th Framework Programme, covering the period 2008-2013, the European Commission spent € 50.5 billion on research, of which € 1.4 billion was dedicated to security research.

on Security and Defence Research. It aims at “systematic synchronisation between R&T investment under the EDA umbrella and by the Commission – thus maximising complementarity and synergy of civilian security, space and defence-related research programmes.”<sup>61</sup> Research on protection against the dangers of CBRN (Chemical, Biological, Radiological, Nuclear) became the first EFC programme – a logical choice as CBRN makes no distinction between casualties in military uniform or in civilian outfits. Early results were presented at a combined EDA-Commission seminar in March 2013. The CBRN research synchronisation is most likely to be continued under the Commission’s new Horizon 2020 programme<sup>62</sup>, which is the successor to FP7. It covers the time frame 2014-2020 and has a budget of € 1.5 billion for security research. The Commission has announced that it will aim at expanding the scope and status of the European Framework Cooperation.<sup>63</sup>

In the space sector approximately 80% of the technologies have a dual-use nature. ICT is another example of civilian users dominating the market. On a shrinking European defence market both producers and buyers have a great interest in maximising dual-use R&T/R&D and equipment production. While the synchronisation of research activities will continue between the European Commission and EDA, the December 2013 European Council has taken a next step by supporting the Commission’s proposal for developing a Preparatory Action (PA) on a CSDP-related defence research theme. The Commission has recognised that it will have to deviate from established principles in security research. In order to be successful the PA

“will need to recognise the specificities of defence-related research including: research areas and models, intellectual property rights, confidentiality of results, co-funding and rules of participation, the role of Member States, while ensuring attractiveness for industry participation.”<sup>64</sup>

The PA initiative marks the next step in combining civilian and military-driven research in dual-use technology by opening up the box of bringing together investment from member states’ defence budgets and money from the Union budget. No doubt it will take time to sort out all the details of the PA, but the new Commission should speed up the work and execute the PA as soon as possible. In the meantime and based on lessons learned, the initiative should be turned into a more systematic approach by the Commission to co-finance dual-use defence research. Another example of how the defence sector and the Union become financially more connected is the use of Structural Funds for financing dual-use research. In May 2014 a Portuguese consortium succeeded in accessing the Structural Funds for the dual-use research project ‘Turtle’ using the EDA context.<sup>65</sup>

In the meantime defence industries themselves could increase their efforts to explore cross-border cooperation potential. In fact, such efforts are ongoing between various large defence industries. In some cases these efforts are directly related to binational or regional

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61 *European Framework Cooperation on Security and Defence*, EDA Factsheet, [www.eda.europa.eu](http://www.eda.europa.eu).

62 *European Framework Cooperation: First Achievements for CBRN*, EDA News, 26 March 2013, [www.eda.europa.eu](http://www.eda.europa.eu).

63 *A New Deal for European Defence*, 24.6.2014.

64 *A New Deal for European Defence*, 24.6.2014, p. 10.

65 *EDA Achieves New Source of Dual Use Research Funding*, EDA News, Brussels – 27 May 2014, [www.eda.europa.eu](http://www.eda.europa.eu).

defence cooperation clusters. Dassault and British Aerospace are combining their work on future aircraft systems under the aegis of the Franco-British Lancaster House Treaty. In May 2014 three of Europe's largest aerospace and defence companies – Airbus, Alenia Aeromacchi and Dassault – announced their cooperation on the next generation MALE-UAS with the aim to produce an affordable and certifiable solution by 2020.<sup>66</sup> Through Dassault Aviation this latest industrial initiative in the area of unmanned systems should be connected to the Franco-British project, thus creating one European effort on future RPAS/MALE-UAS and avoiding industrial duplication as has been the case with fighter aircraft in the past. In the context of the German-Dutch bilateral defence Damen Schelde Naval Shipbuilding and Thyssen Krupp Marine Systems are exploring the potential for combining their efforts in designing, constructing and building next generation frigates as well as other naval assets. On 1 July 2014 Kraus-Maffei Wegmann (KMW) in Germany and Nexter Systems, two leading European producers of land systems, announced the formation of a joint holding company under the name KANT (KMV And Nexter Together). It seems that industry itself is increasingly seeking European consolidation as the solution to maintain its share of the market.

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66 'European MALE2020 effort launched', *Jane's Defence Weekly*, 28 May 2014.

## 6. Conclusions and recommendations

### Policy, institutions, actors and relations with member states

1. A new and integrated European Security Strategy could provide focus and direction on the EU's foreign and security policies to the Council, the EEAS and the Commission. The planned revision of the EU Internal Security Strategy and the tasking of the HR/VP to report on changes in the global environment at the European Council of June 2015 would be a good moment to initiate a process towards a new European Security Strategy.
2. Considering the rapid deterioration of the security situation in Europe's neighbourhood, both to the East and the South, the new High Representative (HR/VP) Federica Mogherini should set her goals even higher and ideally come up with a grand strategic narrative for the EU as early as June 2015.
3. The EU needs a hierarchy of integrated strategies that are mutually consistent and inter-related, starting with an integrated grand strategy, all the way down to strategies for the comprehensive implementation of policies, tools and instruments. Three levels of integrated or comprehensive strategies can be distinguished:
  - (i) an integrated grand strategy, which requires integrated thinking on the EU's wider interests, values and objectives in the world, including foreign, security, economic, home affairs, energy and financial issues and their interlinkages;
  - (ii) integrated strategies on the use of policies, tools and instruments to achieve policy objectives;
  - (iii) a comprehensive approach to crisis management to implement the right mixture of policies and means to alleviate crises.
4. In particular the role of defence as a constituent part of a 'grand strategy' on the EU's role in the world deserves more attention to end the EU's ongoing 'strategic holiday', in which the EU has been neglecting the role of a strong defence policy in diplomacy and as a deterrent.
5. On most security issues strategies, policies, tools and instruments are dispersed among a number of Commissioners, Agencies, the EEAS, the Council, the member states and the HR/VP. It is not the creation of a new, overarching institution, but the development of a 'networked' way of working among all these actors on a project-by-project basis which could overcome the obvious coordination problem that tackling these issues poses.
6. The approach of the new Commission to work in project teams in a 'networked' way is promising in theory, particularly for the EU's ability to speak with one voice and to work from a coherent notion of what its role in the world should be. The HR/VP should seize this momentum.

7. Stronger top-down steering from a more hierarchically organised Commission could make a difference in strengthening the role of the HR/VP. Much will depend on Juncker's grip on his College of Commissioners and on Mogherini's ability to gain respect from the relevant Commissioners.
8. The Commission's considerable resources in terms of finances, manpower, bureaucratic leverage and formal powers can be of great use to the further development of CSDP. However, it is now up to the member states themselves to take a more active position in order to steer the Commission's resources in a direction they prefer.

## The comprehensive approach

9. The creation of crisis management structures such as the Crisis Platform and the Integrated Political Crisis Response (IPCR) has provided means for EU coordinated crisis response. The challenge is now to make these structures work in practice.
10. The overlap between information gathering, analysis and the coordination capabilities of the EEAS and the Commission needs to be tackled in order to prevent a duplication of efforts and to reduce the risk of unhelpful competition between the various crisis management capabilities. The HR/VP should clarify the division of roles and responsibilities between EEAS and Commission elements.
11. An overlap also exists between the various crisis management capabilities of the EEAS. This overlap needs to be addressed in the HR/VP's review of the EEAS.
12. The leading role of the Presidency in the IPCR raises questions about the role of the HR/VP when the IPCR is activated for the management of external crises. Also, the desirability of a role for the IPCR in military or semi-military crises needs to be investigated.
13. Internal and external security dimensions are increasingly intertwined. The 2013 Joint Communication on the comprehensive approach fails to address the interrelation between CSDP missions and the Area of Freedom, Security and Justice. This neglect of the internal-external security nexus and its importance for the EU should be addressed with urgency.
14. The cooperation between the Political and Security Committee (PSC) and the Standing Committee on operational cooperation on internal security (COSI) should be further strengthened. Both COSI and the PSC should regularly discuss the progress of the Freedom, Security and Justice (FSJ)-CSDP roadmap.
15. More unity of effort is needed in EU crisis management. However, integration should be done selectively. Creating new structures and tying together all the various actors, policies and tools is more likely to create an institutional and operational Gordian knot than effective comprehensive crisis management. The HR/VP, member states and the European Parliament should clarify the level of ambition and principles for the application of civilian and military instruments, and ensure that these are put into practice.

## Capability development

16. Capability development can no longer be regarded as a strictly CSDP matter with the member states in the driving seat. The European Commission and agencies like Frontex are also involved in capability development for civilian users and often in areas which overlap with capacities used by the military.
17. The Galileo global navigation satellite system, the Copernicus project for Global Monitoring for the Environment and Security (GMES) by earth observation satellites, maritime surveillance data exchange between the European Maritime Safety Agency and the CSDP anti-piracy operation Atalanta are examples of existing civil-military connectivity in EU capability development.
18. In the maritime sector the next step is the realisation of the Common Information Sharing Environment (CISE) for maritime surveillance data exchange between cross-sectoral, civilian and military, national and international networks. The EDA Marsur network should form the military layer of CISE.
19. The existing examples prove that civilian and military actors can both use overlapping capacities within the scope of their respective responsibilities, mandates and tasks. It prevents a duplication of efforts and wasting of taxpayers' money. Furthermore, it enhances standardisation and interoperability between civilian and military operators.
20. Remotely Piloted Aircraft Systems (unmanned aircraft) stand out as an area of increasing civil-military connectivity. Pooling & sharing of RPAS should be based on a civil-military approach as these assets are used for reconnaissance by both communities. A European RPAS pool could serve agencies like Frontex for border control missions; at the same time the assets should be available for CSDP missions.
21. The cooperation and coordination between the European Defence Agency and the European Commission to connect civil and military capability development have already moved from an ad hoc basis to a more structural approach. This should be further expanded into comprehensive capability development.
22. Under comprehensive capability development the civilian side (the European Commission and its agencies) and the military side (the European Defence Agency) should systematically connect requirements, research and user programmes of overlapping dual-use capacities in areas like air transport, reconnaissance, medical support, communications and others.
23. Union funding of dual-use capacities is already a fact. The question is how to arrange the military use of capacities like Copernicus/GMES or future RPAS. This should be done in a practical way avoiding institutional or legal responsibility issues.



## Defence industry

24. The European Defence Equipment Market is opening up, but as long as art. 346 exists there will be no level playing field. This applies in particular to Small and Medium-sized Enterprises which find it difficult to penetrate markets dominated by larger defence industries.
25. 25. The European Commission should further enhance its proposals to assist defence SMEs and forward these to the June 2015 European Council. Defence SMEs themselves should undertake all efforts to reach markets beyond their traditional (national) customers, inter alia by partnering with companies located in other countries, by focussing on dual-use equipment and by producing high-quality technology.
26. 26. Connecting research & technology investment under the umbrella of the European Defence Agency, the European Commission and, for space-related technologies, the European Space Agency structurally takes place in the European Framework Cooperation (EFC) for Security and Defence Research. However, EFC investment has so far been limited. EDA's member states, the Commission and ESA should expand synchronised investment under the EFC.
27. 27. In addition to funding dual-use technologies under the Horizon 2020 programme through the EFC, the European Commission should quickly forward its Preparatory Action for co-funding defence-related research under the EDA roof. Taking into account the lessons learned such co-funding should be expanded through a more systematic approach.
28. 28. Larger defence industries should increase their cooperation, either connected to bilateral or regional defence cooperation clusters or driven by common European needs such as for RPAS/MALE-UAS. The Airbus-Aeromacchi-Dassault initiative for MALE 2020 should be merged with the BAe Systems-Dassault project on future aircraft systems under the Franco-British Lancaster House bilateral defence cooperation.



# List of acronyms

AFSJ	Area of Freedom, Security and Justice
CBRN	Chemical, Biological, Radiological Nuclear
CEPOL	European Police College
CFSP	Common Foreign and Security Policy
CISE	Common Information Sharing Environment
CMPD	Crisis Management and Planning Directorate
COSI	Committee on Operational Cooperation on Internal Security
COSME	Competitiveness of Enterprises and Small and Medium-sized Enterprises
CPCC	Civilian Planning and Conduct Capability
CROC	Crisis Response and Operational Coordination
CRS	Crisis Response Systems
CSDP	Common Security and Defence Policy
DEVCO	Development and Cooperation
DG	Directorate-General
EAAS	European External Action Service
EASME	Executive Agency for Small and Medium-sized Enterprises
EC	European Council
ECA	European Court of Auditors
ECDC	European Centre for Disease Prevention and Control
ECHO	European Commission's Humanitarian Aid and Civil Protection Department
EDA	European Defence Agency
EDTIB	European Defence Technological and Industrial Base
EFC	European Framework Cooperation
EMSA	European Maritime Safety Agency
ENISA	European Network and Information Security Agency
EP	European Parliament
ERCC	Emergency Response Coordination Centre
ESA	European Space Agency
EU	European Union
EU-LISA	Agency for the management of large IT systems
EUMS	European Union Military Staff
EUROPOL	European Police Office
EUROSUR	European Borders Surveillance System
FPI	Foreign Policy Instruments
FRONTEX	European Agency for the Management of Operational Cooperation at the External Borders
FSJ	Freedom, Security and Justice
GMES	Global Monitoring for Environment and Security
HEOF	Health Emergency Operations Facility
HOME	Home Affairs

HR/VP	High Representative of the Union for Foreign Affairs and Security Policy/Vice-President of the European Commission
IIA	Interinstitutional Agreement
IntCen	Intelligence Analysis Centre
IPCR	Integrated Political Crisis Response Arrangements
IS	Islamic State
ISAA	Integrated Situational Awareness and Analysis
JHA	Justice and Home Affairs
JRC	Joint Research Centre
KMW	Kraus-Maffei Wegmann
MALE-UAS	Medium Altitude Long Endurance Unmanned Aerial Systems
Marsur	Maritime surveillance
MD	Management Director
MENA	Middle East and North Africa
OpsCen	Operations Centre
PA	Preparatory Action
PRS	Public Regulated Signal
PSC	Political and Security Committee
R&D	Research and Development
R&T	Research and Technology
RPAS	Remotely Piloted Aircraft Systems
SAR	Search and Rescue
SES	Single European Sky
SESAR	Single European Sky Air traffic management Research
SitRoom	Situation Room
SMEs	Small Medium-sized Enterprises
STAR	Strategic Assessment and Response Capability
TFEU	Treaty on the Functioning of the European Union

# Annex: Actors in European defence cooperation

This annex provides an overview of actors and networks involved in various areas related to European defence cooperation. It is meant as an illustration of the complexity of policies, responsibilities, institutions and bodies. It is not meant as an exhaustive list of involved actors or of their respective activities and responsibilities.

European Defence Technological and Industrial Base (EDTIB)		
ASD	Aerospace and Defence Industries Association of Europe	Represents the aeronautics, space, defence and security industries in Europe
COM	European Commission	Has competence over defence industry related issues such as the single market, competitiveness and dual-use research and innovation
CotR	Committee of the Regions	Provides policy advice on regional funds and cross- border cooperation networks for SMEs
DG COMP	DG Competition	Monitors offset practices and the application of Article 346 exceptions for national security interests
DG EMPL	DG Employment, Social Affairs and Inclusion	Involved in setting conditions for allocation of European Structural and Investments Funds
DG ENTR / DG MARKET	DG Internal Market and Services & DG Enterprise and Industry (will be merged by January 2015 under Portfolio Internal Market, Industry, Entrepreneurship and SMEs)	The primary actor in market regulation and has the lead in EDTIB matters; monitors access of SMEs to cross-border markets, is involved in setting conditions for allocation of Structural Funds and spends money to support industry (Competitiveness of Enterprises and Small and Medium-sized Enterprises (COSME) programme); furthermore, leads the development of the 'Security of supply roadmap' for the June 2015 Council on Defence
DG REGIO	DG Regional Policy	Involved in setting conditions for allocation of European Structural and Investment Funds
EASME	Executive Agency for Small and Medium-sized Enterprises	On behalf of the COM, EASME monitors several EU programmes, e.g. the Enterprise Europe Network (EEN), the Enterprises and Small and Medium-sized Enterprises (COSME) programme and Horizon 2020 chapters on 'Innovation in SME' and 'Leadership in Enabling and Industrial Technologies'
ECJ	European Court of Justice	Decides in cases on applicability of Article 346 / Directive 2009/81
EDA	European Defence Agency	Involved in EDTIB matters from governmental cooperation side; developed the Action Plan on SME and the roadmap for a comprehensive EU-wide Security of Supply regime
EEN	Enterprise Europe Network	Assists businesses in finding partners and EU funding opportunities
EESC	European Economic and Social Committee	Consults and provides opinions on the policy formation and monitor processes
EIF	European Investment Fund	Provides venture capital to SMEs as intermediary for EU funds from the COM, European Investment Bank (EIB), and some private national banks, e.g. for the COSME programme
EP	European Parliament	Consults or provides opinions on the policy formation monitor processes, for example on the implementation roadmap New Deal for European Defence (Com 2014/ 387)

EPG	Enterprise Policy Group	DG ENTR-led advisory body on enterprises and SMEs policies; consists of national SME envoys, relevant national DGs, COM envoys and industry stakeholders
EURADA	European Association of Development Agencies	Promotes regional cooperation and clusters by providing information and organising events, together with the COM and EDA
JRC	Joint Research Centre	The COM's in-house science service, which for example produced a study on raw materials related to Security of Supply
MS	Member States	Together with industry they play a central role in putting forward eligible proposals and initiatives for the EU actors to facilitate and support

Dual-use research		
COM	European Commission	Stimulates and invests in dual-use research through the various sections of Horizon 2020
DG ENTR	DG Enterprise and Industry	Supports cross-border cooperation in research and innovation; supports dual-use research through Structural Funds, the COSME programme and Horizon 2020
EASME	Executive Agency for Small and Medium-sized Enterprises	Manages the Horizon 2020 chapters on 'Leadership in Enabling and Industrial Technologies'
EDA	European Defence Agency	Runs dual-use R&T programmes and projects; develops proposals to stimulate further dual-use research under Horizon 2020 and facilitates the use of European Structural and Investment funding for dual-use research; manages e.g. the Cyber Defence Research Agenda, resulting in an R&T roadmap stretching out for the next ten years
EIB	European Investment Bank	Has the possibility to invest in military, civilian-military and civilian projects, as long as they yield return
EP	European Parliament	Launched a Preparatory Action for CSDP-related defence research under Horizon 2020
ERC	European Research Council	Manages the 'Excellent Science' part of the Horizon 2020 budget, that is partly dedicated to dual-use research
FPI	Service for Foreign Policy Instruments	Is responsible for operational expenditures and for example manages the Instrument for Cooperation with Industrialised Countries (ICIC)
JRC	Joint Research Centre	Conducts dual-use research
MS	Member States	Research and innovation actors within MS play a central role in putting forward eligible proposals and initiatives (e.g. for Horizon 2020) for the EU actors to facilitate and support
S3 Platform	Smart Specialisation Platform	Assists EU countries and regions to develop, implement and review their Research and Innovation Strategies for Smart Specialisation

Comprehensive approach to crisis management		
CMB	Crisis Management Board	Permanent entity within EEAS consisting of all relevant EEAS services; addresses the horizontal aspects in crisis response
CMPD	Crisis Management and Planning Directorate	Part of the EEAS; is responsible for the strategic civil-military planning of operations and missions; provides crises management expertise to EEAS

COM	European Commission	Involved in external crisis management through for example development cooperation, humanitarian aid and the external dimension of internal security policies
CPCC	Civilian Planning and Conduct Capability	Part of the EEAS; plans and conducts civilian CSDP missions, closely cooperating with other crisis management structures
Crisis Platform	Crisis Platform	Ad-hoc platform (comprises a range of services as the EUMC, CMPD, EUMS, CPCC, EU INTcen, CR&CO) that gives political guidance for the management of crises
CROC	Crisis Response & Operational Coordination Department	Responsible for the EEAS Crisis Response System, which ensures coherence between various aspects of crisis response and management; monitors and responds to crises from initial to end phase and supports the EU Integrated Political Crisis Response (IPCR) (day-to-day management lies with the Management Board)
DG DEVCO	DG Development and Cooperation – EuropeAid	Primary actor in the COM for development aid and cooperation; takes part in the Crisis Platform
DG ECHO	DG Humanitarian Aid and Civil Protection	Primary actor in the COM for providing humanitarian aid
DG HOME	DG Home Affairs	Primary actor in the COM on internal security issues, manages terrorism crisis response through Strategic Assessment and Response (STAR); takes part in the Crisis Platform
EDA	European Defence Agency	Aims to improve the European defence capabilities in the field of crisis management; supports EU crisis management actors, for example by coordinating MS cyber defence in EU missions
EEAS	European External Action Service	Core actor in crisis management as it manages the EU's response to crises
ERCC	Emergency Response Coordination Centre	Part of DG ECHO, provides analyses of national disasters and coordinates disaster response with MS crisis rooms; supports the Integrated Political Crisis Response (IPCR)
EU Del	EU Delegations	Represent the EU in crisis areas and are responsible for the implementation of development cooperation and humanitarian aid programmes
EUMC	EU Military Committee	Supreme military body within the Council, that provides military advice in the field of conflict prevention and crisis management
EUMS	EU Military Staff	Part of EEAS; plans, assesses and makes recommendations regarding crisis management
EUSR	EU Special Representative	Represents the EU in crisis areas, e.g. in Afghanistan, in the Horn of Africa and in the Sahel
FPI	Service for Foreign Policy Instruments	Is responsible for operational expenditures and manages the budgets and finances of CSDP missions
HR/VP	High Representative of the Union for Foreign Affairs and Security Policy and Vice-President of the European Commission	Coordinates EU's foreign policy tools, including crisis response; head of the EEAS and EU Delegations
IntCen	EU Intelligence Centre	Provides situational awareness and early warning to the HR/VP and the EEAS
MS	Member States	Provide capabilities for crisis management and feed information and analysis to the EU crisis management bodies such as IntCen and SitRoom
OpsCen	EU Operations Centre	Coordinates and enhances civil-military synergies between the three CSDP missions in the Horn of Africa
Presidency	Council Presidency	Leads the EU Integrated Political Crises Response (IPCR) arrangements

PSC	Political and Security Committee	Council body meeting at ambassador level; examines all the options that might be considered as the EU's response; exercises 'political control and strategic direction' of the EU's military response to crises
RELEX	Working group of foreign relations counsellors	Deals with all horizontal aspects, and prepares Council Decisions required for the launching of the EU's crisis management; also supervises the Athena Mechanism
SatCen	European Union Satellite Centre	Supplies geospatial intelligence, mainly to INTCEN, EUMS and CMPD
SitRoom	EU Situation Room	Provides world-wide monitoring and current situation awareness; intended as an interface between EU institutions, MS and international organisations

Maritime security		
COM	European Commission	Many of its DG's are involved in the comprehensive cross-sectoral EU Maritime Security Strategy; leading actor in its implementation
DG DEVCO	DG Development and Cooperation – EuropeAid	Responsible for the Critical Maritime Routes programme, which aims to increase maritime security and safety in the Indian Ocean, South-East Asia and the Gulf of Guinea
DG MARE	DG Maritime Affairs and Fisheries	Lead DG on the EU Maritime Security Strategy and its implementation
EDA	European Defence Agency	Supports maritime/naval defence cooperation; leads military contribution to maritime surveillance capabilities (MARSUR); important actor for the implementation of the EU Maritime Security Strategy
EFCA	European Fisheries Control Agency	Coordinates the activities of MS in the area of fisheries, and helps in the application of the Common Fisheries Policy; cooperates with Frontex and EMSA on technical and operational joint use of assets
EMSA	European Maritime Safety Agency	Assists MS by implementing legislation on maritime safety, training, environment and maritime security; runs SeaSafeNet and other tools to monitor maritime traffic; supports CSDP operations with maritime awareness on an ad hoc basis (Marsurv-1)
ESA	European Space Agency	Supports development of maritime surveillance capabilities, e.g. the LUMEN (Light UAS in non-segregated airspace for Maritime and Environmental surveillance) project for the operational use of a light RPAS for maritime surveillance and the Copernicus satellite programme
FPI	Service for Foreign Policy Instruments	Manages the Instrument contributing to Stability and Peace (IcSP) which funds the Critical Maritime Routes Programme of DG DEVCO
Frontex	Frontex	Responsible for conducting and coordinating maritime border management operations, training, research, surveillance and analysis
HR/VP	High Representative of the Union for Foreign Affairs and Security Policy and Vice-President of the European Commission	Plays a key role in overseeing the efforts and clarifying the division of labour between COM, EEAS, EDA and MS for the rolling action plan implementing the EU Maritime Security Strategy
MS	Member States	Play an essential role in the implementation of the EU Maritime Security Strategy and its rolling action plan
SatCen	European Union Satellite Centre	Supplies geospatial intelligence, and cooperates with EMSA on maritime observation and intelligence

RPAS		
ASD	Aerospace and Defence Industries Association of Europe	Represents the aeronautics, space, defence and security industries in Europe and is a member of ERSG
ASD STAN	Aerospace and Defence Industries Association of Europe - Standardization	Affiliated association of the ASD that deals with aerospace standards
COM	European Commission	Involved in RPAS in several areas, such as regulations, research and industrial aspects
DG ENTR	DG Enterprise and Industry	Co-chairs, together with DG MOVE, the European RPAS Steering Group that developed the RPAS roadmap
DG MOVE	DG Mobility & Transport	Co-chairs, together with DG ENTR, the European RPAS Steering Group that developed the RPAS roadmap
EASA	European Aviation Safety Agency	Regulates in the field of civilian aviation safety and is also a member of the ERSG; responsible for the Air Traffic Insertion of RPAS
ECA	European Cockpit Association	Represent pilots in the EU and is also a member of ERSG
ECAC	European Civil Aviation Conference	Member of ERSG; tries to harmonise civil aviation policies and practices among MS
EDA	European Defence Agency	Member of the ERSG; supports development of a European Medium Altitude Long Endurance (MALE) RPAS through various projects focusing on certification, air traffic insertion, airworthiness and harmonisation of flight crew training
EREA	Association of European Research Establishments in Aeronautics	Stimulates and facilitates the networking and pooling of aeronautical research capabilities in Europe and is also a member of ERSG
ERSG	European RPAS Steering Group	Group of stakeholders that developed the European RPAS roadmap
ESA	European Space Agency	Shapes the development of Europe's space capabilities; runs together with EDA the project DeSIRE (Demonstration of Satellites enabling the Insertion of RPAS in Europe)
EUROCAE	European Organisation for Civil Aviation Equipment	Dedicated to aviation standardisation; also member of ERSG
EURO-CONTROL	EUROCONTROL	Aims to develop a uniform air traffic management system; also member of ERSG; aims to integrate RPAS into civilian air-traffic
JARUS	Joint Authorities for Rulemaking on Unmanned Systems	Group of experts from national and regional aviation safety organisations and member of ERSG; provides recommendations for a single set of technical, safety and operational requirements
MS	Member States	Provide input for RPAS requirements and regulations; involved in RPAS development and acquisition
SESAR-JU	Single European Sky Air traffic management Research Joint Undertaking	Public-private partnership managing the development phase of the Single European Sky Air traffic management Research (SESAR) Programme
ULTRA	Unmanned Aerial Systems in European Airspace	Consortium for RPAS research in FP7; develops recommendations for the integration of RPAS into civilian air-traffic for small aircraft up to 150kg

Space		
COM	European Commission	Involved in the space sector through research and innovation, industrial aspects and management of European satellite capabilities
DG ENTR	DG Enterprise and Industry	Leads the Galileo global navigation satellite system and the Copernicus earth observation project
DG HOME	DG Home Affairs	Leads the European Security Research and Innovation Forum (ESRIF) Working Group 7: Situation Awareness and the Role of Space
EDA	European Defence Agency	Coordinates the pooling of MS military use of commercial satellite communications services (through the European Satellite Communications Procurement Cell-ESCCPC); leads next generation governmental satellite communications (Satcom) project; involved in other space-related activities
ESA	European Space Agency	Primary actor in European space programmes and technologies; develops, builds and operates European satellites
ESPI	European Space Policy Institute	Carries out space related research that provides decision-makers with independent views on important issues relating to governance
ESTEC	European Space Research and Technology Centre	Conducts ESA research, development and programme management
GSA	European GNSS Agency	Secures that public interests are properly defended within the European Geostationary Navigation Overlay Service and the Galileo satellite system
MS	Member States	Contribute to the development of space programmes of the Commission and of ESA
SatCen	Satellite Centre	Supplies geospatial intelligence